

AN ANALYSIS OF STAFF SERVICE BASED ON AN EXAMINATION OF
PROCESS RECORDS OF COMMUNITY COUNCIL SECRETARIES

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A THESIS
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TABLE OF CONTENTS

Chapter	Page
I. INTRODUCTION	1
Significance of the Study	1
Purpose of the Study	1
Method of Procedure	1
Scope and Limitations	2
II. HISTORY OF THE COMMUNITY COUNCIL	4
Definition	4
Development	4
Community Organization for Civilian Defense	5
Present Trends of Community Councils	5
III. ROLE OF THE WORKER	7
Nature of Staff Service	7
Staff Service in Relation to Specific Problems	8
IV. SUMMARY AND CONCLUSIONS	30
APPENDIX	32
Schedule	33
BIBLIOGRAPHY	35

CHAPTER I

INTRODUCTION

Significance of the Study

In recent years we have seen the advent of professional social workers specifically trained to help people mobilize themselves toward effecting common social welfare goals. One of the structural organizations through which this is accomplished is the community council. Staff members of city-wide welfare councils assigned to work with community councils are commonly called community council secretaries.

Much is known of the case and group workers' job content, but little that is comparable is available on the community organizer and specifically the community council secretary. The writer felt that it was important that this be examined at this time.

Purpose of the Study

This study has been undertaken to determine the role of the community council secretary and what services he made available to the community through the local councils. The study has also been concerned with the community organization methods used by the worker for making these services available.

Method of Procedure

Basic materials for this study have been process records compiled by community council secretaries. Each record dealt with specific problems. In one instance, two records were available on one council which described the activities of the council on several different problems. Data from the records were gathered on a simple schedule devised to indicate the methods,

skills, and techniques used by the community council secretary in offering his service to the council. After data were analyzed, they were interpreted and conclusions drawn. Material from the records was supplemented by books, pamphlets, letters and miscellaneous data, published and unpublished, which pertained to community council secretaries and local councils.

Scope and Limitations

For purposes of this study, the writer has only analyzed records of persons employed by Welfare Councils or Councils of Social Agencies specifically to provide staff service to local community councils. There were twenty-five social workers employed throughout the country in this capacity. Fifteen, representing Pittsburgh, Cleveland, Detroit and Chicago, were known to be doing process recording. The executive directors of the Welfare Councils of Detroit, Pittsburgh, and Chicago made seven process records available to the writer.¹ This limited the study in terms of numbers of records examined, but in the light of the total numbers available, this would be considered a fair sample. Another limitation is the fact that the process records seldom covered more than a two month period, which meant that often the solution to the problem was not seen. These seven records were selected because they were the most complete as to detail and covered the widest range of problems.

Method as used in the thesis was considered the approach which the community council secretaries made to a given problem.

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The writer, in making this study, deemed it unwise to give the identity of the records because of the necessity of protecting their confidentiality. Consequently, the records have been given fictitious names. Materials concerning the content of the records referred to hereinafter may be found in the files of the agencies cited in the footnotes.

Technique as used in the thesis was considered the devices used within this approach to get a particular job done.

Skill as used in the thesis was the adeptness and ability with which the community council secretary utilized these devices.

The community council secretary has been referred to in all of the records as the worker.

For purposes of this study, the term enabling was used to designate the conscious use of self by the worker, whereby council members "are helped to learn new ideas, develop new skills, change attitudes, ... through participation in a social process wherein they make decisions, and take the social action necessary to accomplish the purposes of the group."¹

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Gertrude Wilson and Gladys Ryland, Social Group Work Practice (Boston, 1949), p. 61.

CHAPTER II

HISTORY OF THE COMMUNITY COUNCIL

Definition

In order to be able to discuss the history of the community council, it is necessary to define a community council. A community council is:

... a citizens organization, composed of people living or working in a natural geographic sub-division of a city, and set up for the purpose of appraising local needs, and developing resources to meet them. This activity involves the usual processes of community organization -- study, planning, coordination, and action.

Membership ... follows three general patterns, all of which may appear in any one city. The first is a citizens council, which usually originates when people living in the community become aware of some urgent need such as housing, health or recreation, and attempt to meet it by group action. The need comes first, rather than a carefully worked out plan of organization. The second pattern is the neighborhood council, made up of professional health, welfare, recreation, and educational practitioners working in a given area, usually a "problem neighborhood." Through better inter-agency coordination and joint planning, these practitioners attempt to increase or improve social services for the area. The third pattern combines some features of the other two, developing and blending strong and indigenous lay and professional leadership. Membership may be composed of individual and/or delegates of organizations.¹

Development

Perhaps the earliest forerunner of the community council is the old fashioned town meeting, which "... provided a place where decisions could be cooperatively made for the good of all."² Although the town meeting was an attempt at democratic procedure, it fell short of the mark in that only those

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Merrill F. Krughoff, "Councils in Social Work," Social Work Year Book, 1949, pp. 155 - 156.

2

Association of Community Councils, Community Council Handbook (Pittsburgh, 1950), p. 1.

persons who were tax payers had a vote. Yet, by virtue of the fact that they met together for common discussion and decision making, they attested their belief that they had within themselves the resources for meeting their own needs and for making satisfactory adjustments to their problems.

Community Organization for Civilian Defense

Other antecedents of the community council as we know it today are the community organizations initiated as defense measures during World War I.

"It is said that thousands of them were organized, but nearly all of them disappeared after the war."¹ Such groups were "... devised to hasten community action on important campaigns related to the prosecution of the war, and hence constituted an admission of the effectiveness of the smaller local unit in a crisis."²

The community organizations of World War II were not so short lived as those of World War I. Many of them survived and adopted programs embracing the health and welfare needs of their specific local areas.

Present Trends of Community Councils

More and more community councils are coming into being and are providing the means through which citizen participation can be related to governmental bodies, schools, and social and health agencies. The community council idea works because a council is representative of the organized life of the community and therefore speaks with the voice of hundreds of people rather than with the voice of a single group or individual.³

¹

Arthur E. Morgan, The Small Community (New York (New York, 1942), p. 145.

²

Eduard C. Lindeman, The Community (New York, 1921), p. 69.

³

Community Council Handbook, op. cit., p. 2.

It is composed of individuals who participate in many kinds of organizations, which in turn exist to meet all types of needs of daily living. Therefore, a council ... provides a basic structure for forging better relationships among all organizations of the community.¹

"According to a recent study conducted by Community Chests and Councils of America Inc., the make-up of neighborhood councils is shifting from membership of individuals to membership of organizations."²

1

Letter from Miss Jean Lee, Acting Director, Bureau of Community Councils, Health and Welfare Federation, Pittsburgh, Pennsylvania, April 21, 1952.

2

Ray Johns and David F. De Marche, Community Organization and Agency Responsibility (New York, 1951), p. 108.

CHAPTER III

ROLE OF THE WORKER

Nature of Staff Service

"Often we use the term 'staff service' to get away from the designation of our role as 'secretary' and the usual connotation of 'minute taker'."¹

Violet M. Seider, in her article "Grass Roots Under City Streets," says:

Staff service by trained and experienced community organizers on a continuing basis is most important. More than professional groups, citizen councils need strong and tactful guidance to tie together divergent points of view, to handle racial and religious tensions, to direct social studies, and generally to keep the program purposeful. Citizens tend to want to move at a fast pace and to see results. Otherwise their interest lags. Skill in selecting a balance of short term and long term projects is essential. The test is to keep the group planning and acting without bogging down in operations.²

The community council secretaries assisted local councils in defining community needs and in developing resources to meet the needs. In addition, they helped to establish a "two way street," a flow between areas of interest on the local scene, and those on a city-wide level. This was accomplished by the secretaries through the relay of services and information from the divisions and departments of the over-all city-wide community or welfare council to the local council.

... the welfare council provides a trained professional staff to assist local community councils. ... neither directs nor supervises the local councils, but helps them to achieve the goals they have set for themselves. Service is available also to communities at the point of

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William H. Boone, "The North Woodward Area Project" (Unpublished Master's thesis, Institute of Social Work, University of Michigan, 1948), p. 8.

2

Violet M. Seider, "Grass Roots Under City Streets" (Paper prepared for the Baltimore Councillor, Baltimore,, Maryland, May, 1946), p. 3 (Mimeographed.)

organizing a council.¹

There were twenty five persons in a total of seven cities who were employed specifically to work with community councils. These cities were Chicago, Boston, Detroit, Pittsburgh, Montclair, N. J., Cleveland, and Philadelphia. There were also staff persons in Washington, D. C., Louisville, New Orleans, Minneapolis, St. Paul, Akron, Cincinnati, Germantown, Pennsylvania, Providence, Reading, Seattle, Houston, Milwaukee, Madison, Portland, Oregon, who had at least part time responsibility for working with community councils.²

In addition to these councils, a number of cities have a relationship to community councils which are under public auspices and are staffed by public departments. These cities include Kansas City, Missouri, Baltimore, Los Angeles, San Francisco, Montreal ... New York City works both ways ... the borough councils give staff service to neighborhood councils within the boroughs of New York, as well as the overall staff, both borough and central, working with certain district councils under the auspices of schools, parents' associations, health groups and others.³

The records have indicated that it was the job of the community council secretary to play a multiplicity of roles. He was on one hand, educator, stimulator and helper, and on the other, the director and promoter. Truly, the nature of the problem and the readiness of the community determined which of these he played, and indeed, he was sometimes called upon to play all of them.

Staff Service in Relation to Specific Problems

In order to analyze the role of the worker, it was necessary to examine

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Ray Johns and David F. De Marche, op. cit., p. 110.

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Letter from Violet M. Seider, Community Chests and Councils of America, New York, New York, February 8, 1952.

3

Ibid.

his functioning with regard to different situations. The following were examples of the workers' use of themselves in terms of specific problems, which in turn determined their roles.

Membership Extension and Minority Group Integration.-- Perhaps the most vital problem facing community councils today was that of membership. The concern was that the council be not only representative of a geographic area but also of lay, professional, racial, religious, labor, management, first, second, and third generation foreign born, fraternal and civic organizations as well; all, having a hand in the conduct and activities of the council.

The discussion which follows describes separate projects designed specifically to increase membership of councils. A later discussion will be concerned with other problems and projects, which in many instances, had implications for the building of membership.

The community of Laurel had a problem, not only of expanding the membership of its Council, but of having to draw upon previously unreached persons of different national origins in order to do this. There had been little previous history of the various groups working well together.

In order that suggestions as to the ways in which new members could be reached not be entirely his own, the worker raised the question with the Council as to what the best approach was. One member moved, and it was adopted, that an attempt be made to interest at least one member of each nationality group, so that person could act as a springboard for involving others of that particular group. Emphasis was placed upon the fact that it was still valid to continue to activate additional people from the groups already represented.

In keeping with the above suggestion, the worker made a number of

individual contacts. One woman became so interested that she not only promised to invite others to the Council meetings, but actually took the worker along when she was extending a number of invitations. For her, as well as for others, it was a source of status in the group, the community, and the Council. This was particularly true because the Council, as well as the worker, were just beginning to be accepted in the community.

The worker also made contact with community agencies, established whom the key people were, and acted as liaison person between the agencies and the Council. As a prelude to, and implementation of the personal interview, he made contact with individuals and organizations by telephone. To further give assistance to a weak council, the worker took responsibility for composing and getting out meeting notices.

The Post Street Council encountered exactly the same problems of membership and integration as the Laurel Council had, but met them in a slightly different manner. The Council was again one which was trying to build membership and in doing so, wished to be truly representative of the area. In this instance, the worker sought by means of personal contacts to get representation from city and local agencies, such as the Visiting Teacher, Girl Scouts, Boy Scouts, Helentina Mothers' Club, Mayor's Inter-racial Committee, Visiting Nurse Association, Juvenile Court, Churches, Camp Fire Girls, the Urban League, rather than individuals per se. Such agencies as Girl Scouts, Boy Scouts, Camp Fire Girls, Mayor's Inter-racial Committee, and the Urban League were invited specifically because they had a policy of racial integration in all of their programs in this particular community. It was felt that if their philosophies could be expressed and demonstrated it might serve to improve relations between all of the ethnic groups in the Post Street community.

To provide additional stimulus to membership and integration, the worker asked the Urban League to explore the area, to see if it would lend itself enough to the Urban League's program for them to set up their traditional block units. Such units would have as their purposes:

... to strengthen and promote civic consciousness ... to develop and train lay leadership to serve as representatives from these units to the council's functional committees. To develop and strengthen wholesome understanding and positive relations between various ethnic groups in the neighborhood and promote interracial planning and cooperation in discussing needs of the neighborhood and resources that will meet this need.¹

As the worker met with each agency, he raised these kinds of questions with it. What is your interest in the community? What do you know of the Community Council? Do you see any ways in which your interests and that of the Council are compatible enough to be worked on together?²

To a person at one of the agencies, the worker explained what participation in the council meant:

Worker discussed with Miss X. some of the qualifications a representative is expected to have in order to function responsibly. The representative should be able to present the point of view of the group from which he comes and also to take back to his group the happenings at the council meetings so that the full membership of the member organization ... will be informed about the Council's activities, programs, and plans, and that through their representatives they may participate in these activities of the Council.³

In order that representatives not be asked to participate for participation's sake alone:

Worker discussed with Mr. B. the possibility of forming some

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Files of Community Council Division, United Community Services of Metropolitan Detroit, Detroit, Michigan, August, 1949.

2

Ibid., p. 10.

3

Ibid., p. 1.

functional committees of the ... Council and to involve lay residents of the area in such committee activities, as health and recreation. Mr. B. agreed that such a development would be advisable and that it would help to develop indigenous talent of the area.¹

Opportunity was provided for the development of indigenous leaders also when the worker suggested member representatives of parent groups who might wish to serve on the Advisory Committees of the Boy Scouts and Girl Scouts.

The problem of membership was attacked also by the Council in Robbin. After it was agreed that this was a problem, the worker prepared a list of local organizations who might be approached in regard to sending representatives to the Council. The suggested way of handling the list was for the Council to divide itself up and each person take certain organizations, preferably those in which they knew someone. This again pointed up the worthwhileness of individual personal contact.

This Council had not experienced enough positive relations with racial groups to be secure in inviting them in as members. As a step toward integration of all groups, the worker first explained that the membership should be representative if this group were going to be a Council in every sense of the word; and, then offered to go along when preliminary contacts were made, if anyone needed assurance or support. The Council, in its previous history as an Advisory Committee to the Robbin Area, had been torn by dissensions from within.

While plans were being furthered to enlarge the Council, the worker began an educational campaign through discussion at Council meetings, to acquaint the members with what a council actually was, the part that adequate structure played in it, and the fact that the membership ratio was two

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Ibid., p. 1.

delegates to one individual member. He also suggested that meetings of the Council and of committee not be held until, with adequate planning, they were assured some degree of success. The worker offered the chairman assistance with parliamentary and administrative duties relative to his office. It was through committee work that support was given to other individuals within the Council. This Council also did not have the necessary facilities for getting out mailings and meeting notices. The worker did this for them and also kept the records of Council meetings.

While the entire Birch Street Council had a problem of membership extension, it was not as acute as that of the Health Committee of the Council to which the worker was assigned. The committee had not functioned in over a year when staff service was accepted. The Council, as well as the Health Committee, was characterized by professional domination. The community was ninety eight per cent Polish, and for the most part Catholic.

As a starter, the worker discussed with the chairman and co-chairman whom it would be well to invite to be members of the Health Committee. The list included P.T.A., health chairman, representatives of health agencies, public and parochial school personnel, settlement house representatives. Worker and co-chairman made most of the contacts by phone and one through personal contact.

The record does not indicate what opportunities were offered for the development of leadership except in the case of the co-chairman who agreed to help make the telephone calls.

Although the Council's mailings had previously been handled by member agencies, there had been no such precedent in the Health Committee. Therefore, the worker composed and mailed meeting notices.

Forestville differed from the other councils in that it was located in a

community where the socio-economic level was quite high. There was little group spirit within the council, but rather a number of persons, all professionals, who carried on the work of the council. Membership was important in this Council, if for no other reason than showing the individualists the validity of doing things as a group.

The prelude to the actual involvement of people was the worker raising questions with the membership committee covering the following points:

... What is it that builds the interest of people? How does the Council make use of new people when they do come? What use is made of attendance records and how do we follow up on these people who do attend? Does the membership committee try to find out what people are interested in, and refer those wanting to do specific jobs to the committee handling them, such as, recreation and education? Is the membership committee's personnel representative of the different neighborhoods?¹

That the Membership Committee recognized these as valid questions was evidenced by the fact that they agreed that there should be a Hospitality Committee charged with the responsibility of making new people feel at home in the council. The opportunity soon presented itself in the form of a Delegate Body meeting where new persons were introduced around.

It developed that the Recreation Committee of the Council was at the point of circulating petitions as a means of signifying to the City Council that a swimming pool was needed in the area. However, their own members were not sufficient for the gigantic undertaking that they wished it to be. The Membership Committee saw the relationship of concrete programs like this for the building of membership. It was suggested that P.T.A. persons, students, and neighborhood people be asked to circulate petitions as a means of interpreting the Council's program on the one hand, and activating here-to-

fore unreached people on the other. Jobs were found for people to do as individual solicitors, captains, and as speakers to groups who were then or might become interested in the project. The worker secured a map of the area which was later enlarged by a committee member with the names of captains and workers added to it.

The following are expressions of how well the membership idea was accepted in Forestville:

Miss P. agreed to do this, saying with enthusiasm that this was what she wanted ... invitations to tell about the council.

Worker called ... to report ... the Membership Committee's ideas about the way the petitions should be handled, with a list of organizations for various people to cover, and petitions labeled with each organization's name.¹

Mrs. S., P.T.A. president, told worker that she knew a few names of persons who might help.²

... Members of the Recreation Committee were drawn into sharing this job.³

... also gave worker list of troops in her area and leader's names. She herself will cover ... with two petitions.⁴

The worker, realizing that councils are only strengthened as its members accept responsibility for getting specific jobs done, sought to provide opportunities for this to happen. The planning of agenda, composing, preparing and distributing of petitions, plus the use of maps, all had implications in this regard. Still other instances were those times, when the worker declined opportunities to interpret the work of the council in favor of members who could do the job equally as well.

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Ibid., p. 6.

2

Ibid., p. 8.

3

Ibid., p. 11.

4

Ibid., p. 13.

These were the jobs that the workers performed:

1. Assumed many routine duties as securing maps, preparing press notices, composing and mailing meeting notices, and making telephone calls.
2. Trained leaders by means of helping them to plan agenda; taught them to secure information from maps; and, assisted them with parliamentary procedure.
3. Helped the group to formulate its own program for meeting their problems.
4. Gave interpretation as to what a council was, its function, and what was needed to make it effective.
5. Acted as liaison person between community agencies and the council.
6. Encouraged the group to make a clear definition of its goals by stimulating discussion and decision making.
7. Attempted to change attitudes by seeking representation from agencies having a policy of racial integration in all of its programs.
8. Helped to define community problems.

It was important to note that the workers' primary use of self was the establishment of relationships either with individuals or with agencies from which representation to the council was being sought. That they chose these approaches was conditioned by the structure of the councils. Only one was characterized by individual representation per se. In the remaining four, membership was comprised mainly of representatives from agencies and community groups. Even though the workers were primarily concerned with agency representation, they considered it important to activate members of all cultural, racial, and economic segments within the councils' geographic boundaries.

There were three instances of which it might be said that the workers

relationship was that of education or of attempting to impart information to the council. The first was when they sought to impress upon the groups the importance of knowing what a council really was, its functions and what was needed to make it effective. This was seen next when they offered assistance in planning of agenda, conducting a meeting, and teaching people how to get pertinent information from maps. In the third instance, the workers set up a process whereby the groups could be helped to a better acceptance of all ethnic group members. This was done by inviting into membership representatives of those groups who had already demonstrated their philosophy in this regard. It was felt that in time, this goal would be accomplished when these members demonstrated and gave expression to this philosophy.

The helping relationship was evidenced by the fact that the workers often assumed such routine duties as preparing press notices, composing and mailing meeting notices and securing maps.

It was difficult to separate the relationships which were stimulating at this point from those which were educational. Certainly, both relationships were used when the workers provoked discussion which led to decisions on the approaches which should be made to problems and to decisions on the definition of goals. This applied also when they acted as liaison persons between the council and the community.

Recreation.— The kinds of recreation problems which were found in the next two councils, which we shall discuss were ones which might have occurred in any other council.

The writer examined two records of the Post Street Council. With a time lapse of two months between records, it was interesting to note the differences in approach which occurred in this short time.

The Post Street community was classified as transitional, with southern

white and Negro occupancy predominating. As the first record opened, it was found that juvenile delinquency was prevalent in the community. The Council talked of what relationship it should have to the problem, but got no further. The only suggestion was that a neighborhood canteen, which was a member agency of the Council, be asked to revise its policy to offer a recreation program for young people of all ethnic groups in the community.

The second record indicated that within the next two months the Council had moved to the point of seeing the necessity for a recreation committee. In this regard, the worker found it necessary to help the Council to clarify what it was that such a committee would do. The goals of the committee as stated were:

... to provide opportunity for persons in the recreation field in the area to get to know each other. ... to serve as a planning body through which inter-neighborhood group activities could be organized to deal with needs and problems in the area of recreation on a coordinated basis. ... to sponsor inter-settlement tournaments for recreation and to promote integrated activities. ... the sending of children to camp with youngsters of other religious and racial backgrounds to promote better understanding between all peoples. ... to take advantage of the volunteer training program of the Department of Recreation as a means of training prospective leaders.¹

While the above also represented tentative plans, the Council appeared to have gone a step farther than indicated by the earlier record. With the help of the worker, the committee had established a relationship between local recreation interest and that was on a city-wide level. They found that although the Department of Recreation could not promise them anything in the way of facilities, anyone who was interested could participate in the volunteer training program.

On many occasions the worker gave support to the chairman in matters of

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Files of Community Council Division, op. cit.

parliamentary procedure. By suggestion and astute questioning, he was able to facilitate the committee process so that it was a meaningful experience for all. That his efforts were productive is evidenced by the following passage:

Mr. D. said that he had wanted to do what he is doing now for some years (organizing sports tournaments and leagues) and that now as a result of the Recreation Committee meeting, he saw possibilities of developing the plans with all recreational organizations participating.¹

Forestville has already been discussed in the light of their membership extension program, which was closely aligned with their recreation problem. Specifically, it was a social action project of securing a swimming pool for the community. The Recreation Committee decided that the best way in which to bring their request before the City Council was by means of petitions bearing the signatures of the citizens and organizations in that area.

The worker helped to compose and prepare the petitions. He suggested ways in which they might be circulated and methods of distributing them. In addition, he prepared press releases, got meeting notices in the mail, and acted by telephone as liaison person between the various committees of the Council. Throughout all of this, the worker was constantly raising the question of who would be allowed to use the pool. How would the problem of Negro participation be met? Would it be wise for the Council to campaign for the pool unless all of its members could be assured the use of it? This evoked much discussion. One suggestion was that the issue should now be brought up until the pool was secured. Another, was that an integrated pool be made the campaign issue. Still another, was that the pool be secured and that in the meanwhile, a process of education to change community attitudes be initiated. The contention was that the problem was more than just the

¹ Files of Community Council Division, op. cit.

pool. It was a problem of relationships for the Council as well as other community groups to iron out. The worker then pointed up the need for further discussion and some decision making on the issue.

The following ~~were~~ jobs performed by the workers with respect to recreation problems:

1. Provoked discussion by means of questions and suggestions, which led to the formulation and clarification of goals by the Council.
2. Performed routine duties such as composing and getting out meeting notices, preparing press releases, and composing petitions.
3. Secured the cooperation of agencies whose services were needed in order to carry out Council projects.
4. Provided opportunities for leadership development by offering advice with parliamentary procedure, and by facilitating the committee process so that it was a meaningful experience for all.

The workers' approach with both of these Councils was to establish a working relationship with them. In the case of the first group, it was necessary to get them to see the need for a recreation committee; and, to clarify what it was that such a committee would do. With the second council, the worker raised questions designed to help the group face the social implications which would be present if a swimming pool was secured in the area. Indeed, the problem of racial integration was of concern to both councils. It was felt that the program of the former council and the platform of the latter group might effect better relationships between all ethnic groups in each community.

The workers' use of self was that of stimulator and educator when they helped the groups to formulate goals, when they themselves contacted agencies whose programs could be of benefit to the councils, and when they provided

opportunities for leadership training. Again the relationship was a helping one when they performed services such as getting out meeting notices, composing petitions and press releases.

"The issue is not one of pertinent need of the community but an idealistic goal to be achieved for the war effort."¹ This statement was included in the record as a reason why the Blood Donor Drive had no appeal for the people of Laurel. The drive was a newly initiated goal that had not yet caught the imagination of the people of the community. At the Council's request, the worker had inquired of the Red Cross as to the possibilities of securing a Blood Bank Mobile Unit. This contact pointed up the necessity for publicizing such a project, presenting speakers, films, and interpretative materials on the need for blood. When the record closed, the Council had just arrived at the point of deciding that the project must be made appealing if it was going to succeed. Sensing that the Council was groping for some solution, the worker suggested that the group sponsor a poster parade involving children of all the community schools in a sort of advertising campaign.

The Post Street Council, like that of Laurel, made use of existing agency facilities in planning its own program. Post Street set as one of its goals the promotion of a T.B. X-Ray Survey. Ninety-one cases had been detected in the community in the previous year.

Worker suggested that the committee outline and decide concrete steps for the project. It was felt that it would be best if the Health Committee would contact agencies, neighborhood groups, and other organizations which have programs bringing together adults; and, to urge them to show movies on T.B., with a qualified speaker on the subject participating on the program. Such films and speakers would be provided by the Department of Health cooperating with the Tuberculosis

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Ibid.

Association.¹

The initial contact at the Tuberculosis Association was made by the worker, who invited a staff person, Mr. A., to a Health Committee meeting. He came and explained to the group the necessary steps in planning an X-Ray Survey. These included adequate publicity, the securing of volunteers to assume job responsibilities, the distribution of interpretative and educational materials. Mr. A. explained further that the mobile unit placed at strategic points about the community had proved to be the best method for reaching large numbers of people.

That the project might be spurred on to a better beginning, the worker, by telephone and interview, sought to find places from which the survey could be launched, especially ones where films could be shown and literature distributed. He encouraged the committee also to make individual and organizational contacts. Worker, as he had for other committees of this Council, took responsibility for getting out meeting notices.

The Health Committee of the Birch Street Council had not decided on a program for the year at the time that staff service was accepted. The chairman and co-chairman were the only members of the committee at this time. They felt that the purpose of the committee should be to promote health education in the community. The worker suggested that they might be interested in knowing what health committees of other councils were doing; such as, aligning themselves with the Nurse-Teacher program of the Board of Education, sponsoring a Health Institute, Red Cross Home Nursing Courses, or a Health Fair. The chairmen liked the idea of the Health Fair and approved

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Files of Area Welfare Planning Department, Welfare Council of Metropolitan Chicago, Chicago, Illinois, March, 1952.

it tentatively, pending the addition of other members to the committee. When this was accomplished, the entire committee adopted the project subject to the approval and support of the executive committee of the Council.

The worker's effectual functioning with this committee was hampered by his timidity in regard to the chairman. Also, it developed that out of the first meeting, there were no jobs for the new members to do to thereby assure their continued support and interest.

The following represent the activities of the workers with regard to the health problem:

1. Established contacts with local and city-wide agencies whose facilities the Councils would need to carry out their programs.
2. Stimulated discussion by means of suggestions to help the Councils to formulate goals for themselves.
3. Performed routine duties, as getting out meeting notices and making telephone calls.
4. Helped the Council again by means of suggestions and questions to clarify the steps needed to reach their goals.
5. Encouraged Councils to take responsibility for making pertinent contacts on the local scene as a means of strengthening the councils, and providing individual leadership training.

Again the worker's approach to the problem was to establish relationships with community agencies to help further Council program and project. That these contacts were made by the workers at all could attest to the fact that the councils were not as yet ready to make them for themselves.

The workers functioned as educators when they made initial contacts with the Red Cross and the Tuberculosis Association, inviting representatives to explain their agency's functioning to the Councils. There was also an

educating relationship when they encouraged the councils to make pertinent contacts, both individual and agency, on the local scene. The relationship was a stimulating one when they helped the groups by means of questions and suggestions to clarify their goals and steps needed to reach them.

One very helpful service which the workers extended was the performance of routine duties, such as getting out meeting notices, making telephone calls relative to council business.

Housing.— Few problems were as close to the heart of great numbers of communities as was housing. The residents of the Post Street community had been caught in a wave of evictions because the area had been re-zoned for industrial use. The people were afraid to speak to the Housing Commission for fear that they would be evicted sooner. They objected to the swiftness of the order and were much concerned because they had purchased their coal for the winter, and their children had already enrolled in school.

The worker recognized that this was an opportunity for the community to use the council as a channel for taking aggressive action on a particular problem. He therefore first talked with Mr. O. of the Housing Commission and learned that the Commission was indeed interested in the problems that the people were having. This contact brought out the necessity of dispelling some of the resident's misconceptions about public housing. Actually, public housing was the only housing available to many of them. It was decided that a series of newspaper articles on Housing might be the most acceptable way of doing this.

In the meanwhile, the residents met together and formulated a plan to see if they could forestall the evictions. They agreed that petitions to the City Council might be most effective. The worker, in talking with them, found that for the most part they knew nothing about available public or private

housing nor their rights to them as citizens and veterans. This called for another trip to the Housing Commission, which in the end agreed to set up an office in the area to answer the residents questions and in general to be helpful to them, if office accommodations could be secured. Worker found this in the form of an already evacuated building and asked the loan of it from the County Road Commission. Then he encouraged the council to set up a meeting of the residents to apprise them of this resource and how to use it.

These are the things which the worker did in regard to housing:

1. Interviewed residents who had received eviction notices so that he could get the facts in the situation.
2. Interviewed representatives of two city-wide agencies to see what responsibility they would take for solving the problem.
3. Encouraged the council to apprise the community of the new resource so that the community might identify the solution of its problem with the council.

The worker's relationship with this council was largely one of promotion. This is evidenced by the fact that he took responsibility for first, gathering the facts on the situation and then, establishing a relationship with the agencies equipped to provide a solution to the problem. It was pertinent to point out that he took full initiative because of the emergency of the situation, because there were no resources in the immediate community upon which to draw, and because this crisis provided opportunity for the council to prove its effectiveness as a channel for meeting community needs. His encouragement of the Council to help the community use the resource was an example of an enabling relationship.

Education.-- The education project in Talley was indirectly started by a chance remark. A restaurant proprietor mentioned to the worker that the

Randall Elementary School located in this all Negro neighborhood was soon to be closed. A Building Trades School, in need of room for expansion, had secured permission from the Board of Education to use the Randall School. The proprietor registered his disapproval and added that something ought to be done about it.

The worker, interested in getting the facts of the situation called at the Randall School to talk with the assistant principal whom he already knew through the council. The assistant principal was hesitant about discussing the matter and referred the worker to the principal. He in turn, gave the worker a statement prepared by the Board of Education setting forth the reasons for the conversion, but was reticent also about discussing the situation. Next, the worker sought out the Area Committee (an Advisory Committee to Community Council Secretaries), to ask what his role should be in all of this. They suggested that he should, of course, work with the people for their best interests, but that it was better for the community to forge ahead using him as a resource, than for him to take any direct action on his own.

The worker's next move was to get as many viewpoints as possible by interviewing the Director of School-Community Relations of the Board of Education, the principal of the Trades School, the president of the Community Council, and the Vocational Counselor of the Talley Public Schools. The Council chairman suggested that a meeting of the Executive Committee of the Council be held to decide what action, if any, the Council should take. The meeting held later with the Executive Committee gave official status to what had up to this time been mere personal inquiry. No decision as to the Council's role was reached, but a letter was drafted to the Board of Education expressing the Council's interest in the matter and asking the Board's reasons

for approving the change.

It was necessary as the news spread, for the worker to appear before such organizations as the N.A.A.C.P., the National Negro Congress, and the Mayor's Interracial Committee, at their request to present salient facts about the proposed conversion and the community's attitude toward it. That these groups were interested attested to the fact that there were social implications involved in the change. Reasons for opposing the change were:

Randall School had for many years been the center of mass recreation, both outdoor and indoor, because there was no other place large enough in the community. If the Trades School took over the building their use of it would discontinue this. Current plans for developing recreation facilities in the area indicate no prospects for the next ten years.

The Randall School is one of the few schools where Negroes are employed on an intermediate level. The closing of the school could mean that they would have to be demoted to the lower grades.

Students from the Randall School would have to enter already crowded classrooms in other schools.

The method of selection of students of the Building Trades School is questionable. All applicants must be approved by a Union which has had for years a discriminatory policy against minority groups. Only forty of the present enrollment of two-thousand four hundred are Negro. Applicants are selected in relation to the number of current journeymen in a particular trade. This further mitigates against minority group members.¹

As a result of the efforts of the Council, which had been stimulated by the worker, two hearings were secured before the Board of Education. At the first hearing, the National Negro Congress presented their brief of facts collected on the conversion to that date. The Board was cordial but asked time to make an objective evaluation of the facts. It was clear that they had not recognized until this point the social implications of the matter. The results of the hearing were passed on to the Executive Committee, which at this time voted to officially oppose the conversion. Out of this meeting also, came plans for securing the support of interested individuals and

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William H. Boone, op. cit., pp. 55 - 56.

organizations in the Council's new campaign inasmuch as the Council was the organization which most nearly represented the persons directly affected by the change. The newspapers had already dramatized the situation and given it much publicity. In addition, the Council distributed handbills, posters, circulated petitions, and at the same time, encouraged the people of the community to write letters, send telegrams, and make telephone calls to the members of the Board of Education, voicing their disapproval of the conversion. In this regard also, two mass meetings were held which were attended by more than eight hundred people. This was the first time that joint participation had been witnessed locally.

The second hearing before the Board of Education was held before a capacity audience. One of the community's lawyers who had helped prepare it, presented the Council's brief. Two other very able members made supporting statements. The Board rescinded its approval of the conversion and directed that a review be made of the practices of admission adhered to by the Trades School.

These are the kinds of things which the worker did in regard to the problem of education:

1. Helped to define and get facts on the problem.
2. Sought the advice of his Advisory Committee as to what his role and that of the Council should be in relation to the problem.
3. Established a relationship with agencies which by the nature of their programs indicated a natural interest in social problems.
4. Sought to influence attitudes and action on the problem by means of interpretative materials which were prepared.
5. Acted as a resource person for local attitudes on the problem; was the possessor of as many facts about the situation as were available; and,

coordinator of activity on it both locally and city-wide.

The worker's first move was to establish relationships with community agencies. Because of the implication of racial discrimination, these contacts were made with agencies whose programs placed primary emphasis upon social problems.

The writer felt that the worker's relationship with the Council was one of helping when he took primary responsibility for fact-finding and defining the problem, and for determining his role and that of the Council in relation to it.

The worker's skill at stimulating and educating was demonstrated first when he sought to secure the support of other agencies and organizations interested in the problem. Secondly, when he encouraged the Council to make use of interpretative materials for dispersing information on, and changing attitudes toward the problem. Finally, when he acted as resource person and coordinator of activity on the problem on both the city-wide and local scene.

CHAPTER IV

SUMMARY AND CONCLUSIONS

The community council as we know it today evolved first from the town meeting type of organization, next from the community organizations for civilian defense, and finally emerged in its present form, that of citizen's groups through which participation can be related to governmental bodies, schools, and social and health agencies.

This study was undertaken for the purpose of examining what kinds of roles were played by community council secretaries; and, what community organization methods were used by community council secretaries to make their services available through the local council.

The study was based on an examination of seven process records of community council secretaries in Pittsburgh, Chicago, and Detroit. The records described the process of helping councils around problems of membership, recreation, health, housing, and education.

The conclusions drawn from this study were as follows:

1. Basic to the helping process is the establishment of relationships. Relationships may be established within the group between the worker and group members, and between the worker and group members with any other individual or groups. The purposeful establishment of relationships constituted the basic method used by the worker. In addition, to the establishment of relationships, it was also the choice of them at a given time which further defined method.

2. Factors which were noted which affected the worker's choice of method were the social attitudes of the council, the social experience of the council,

the emergency of the situation, and the structure of the council.

3. The study indicated that the worker played many roles. They were that of helper, stimulator, educator, and promoter. The helping, stimulating, educating relationships occurred most frequently. Promotion as a role was used in only one council. There seemed to be an objective use of self in terms of helping, stimulating, and educating, which made the role of the worker primarily that of an enabler, rather than any of the above roles per se.

4. The major portion of the worker's time was spent in the performance of routine duties, the training of indigenous leaders, the locating of resources, and in helping the council to utilize them; helping the council with the setting of goals; and, the clarifying of steps needed to reach those goals

5. The worker used a variety of techniques for making his services available to the councils. These techniques were fact-finding, publicity, education, interpretation, and administration.

6. The end result of the worker's use of self was toward the modification of the environment and/or the changing of attitudes.

Community organization, as indicated by the study, was a method, a procedure, a way of doing things, used in helping people to discover needs and to develop resources to meet those needs on a broad cooperative basis. The successful application of this as a method depended to a great degree upon the worker's skill. Finally, in order for councils to be successful in the achievement of the ends for which they were established, their success would depend in a large measure on the skill of the worker as an enabler, helping people in communities to work cooperatively in the establishment of common goals in the field of social welfare.

APPENDIX

SCHEDULE

I. Is this a description of a project _____ or service given on a non-project basis? _____

A. Nature of problem:

II. How does the worker use himself? The W's conscious use of self.

A. Is the relationship one of:

Helping _____
Enabling _____
Stimulating _____
Educating _____
Administration _____
Promotion _____

B. What was done?

C. Techniques for doing?

D. What community factors influenced what was done?

What personality factors?

III. Services offered.

A. How did worker interpret his role?

B. What assistance did he offer in developing indigenous leaders?

- C. What methods were used to acquaint the community with available resources?
- D. What steps were taken in apprising the community of how to use resources?
- E. How did worker help the community to define its goals?
- F. How were decisions made?
- G. How did he help them recognize steps needed to reach their goals?
- H. Was it necessary to present alternatives to the original choice of goal?
 Yes _____
 No _____
- I. How was this done?

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